

SOCIAL PEACE PROGRAM SUPPORT PROJECT (ES-0116)

EXECUTIVE SUMMARY

Borrower:	Republic of El Salvador	
Executing agency:	Ministry of the Interior (MG), acting through a project unit ¹	
Amount and source:	IDB (OC) :	US\$ 27,9 million
	Local:	US\$ 7,5 million
	Total:	US\$ 35,4 million
Financial terms and conditions:	Amortization period:	25 years
	Grace period:	4 years
	Disbursement period:	4½ years for the audit and final evaluation of the project
	Interest rate:	variable
	Inspection and supervision:	1%
	Credit fee:	0.75%
	Currency:	U.S. dollar (Single Currency Facility)
Objectives:	<p>The general objective of the Social Peace Program Support Project (PAPPS) is to help improve citizen security and reduce indices of criminality and violence. This will be achieved through youth-targeted preventive actions, which, in conjunction with and coordinated by the various State agencies and civil society, will enhance the well-being of the population.</p> <p>In addition, the ministry and other agencies involved in the project will be strengthened, through institutional strengthening of key units, so that they can ensure proper project execution as well as oversee peaceful coexistence and citizen security and extending the programs beyond the project execution period.</p>	
Description:	<p>The PAPPS consists of integrated actions of prevention, rehabilitation and social reintegration. Participants include State and civil society institutions directly involved with citizen security. The project will be implemented in three inter-related components:</p>	

¹ For this new agency to be established, the pending amendment to the Executive Regulations must be approved. Evidence to that effect must be submitted prior to signature of the loan contract.

A. *Prevention of juvenile violence and delinquency:* this component is the central pillar of the project, and will support comprehensive youth development and constructive interventions in the social conditions that have an impact on it. It will help remedy the risk factors most conducive to the development of violent and delinquent behavior, such as: (i) the loss of moral and civic values; (ii) unemployment and frustration due to the lack of opportunities for human development; (iii) breakdown of the family; and (iv) the lack of identity and low self-esteem at the stage in personal development. Under this component, preventive activities will be carried out at the primary and secondary school levels to reduce juvenile violence and delinquency rates. The component will supplement actions initiated under the project to support reform of the justice system, loans 919/OC-ES and 920/OC-ES, and other specific steps being taken by the government. It will also support six subprojects to be executed in coordinated fashion in the municipios served by the project:

a. **Social prevention of violence and delinquency in municipios:** *Special project for the social prevention of violence and delinquency*, coordinated by the National Public Security Council (CNSP), and targeting young people in the highest-delinquency areas of the department of San Salvador. It will extend the experience of a pilot project run in seven municipios to a further 13. It is based on community organization and leadership and involves social prevention interventions in schools, and the creation of spaces for social integration (sport and recreation, and culture). This subproject will complement other CNSP actions supported by other institutions.

Security with citizen participation project (PSPC): this will be coordinated by the Ministry of the Interior (MG), and aims to extend social prevention actions to other municipios that suffer from a high incidence of violence. It will be carried out by replicating the CNSP social prevention model and interventions. In each of the beneficiary municipios the aim is to mobilize communities in the zones of highest social risk to organize a municipal citizen security network. Support will also be provided for participatory design and execution of a municipal citizen security plan.

b. **Project for the prevention of domestic violence and victim services (IFV):** this subproject will strengthen family values and prevent violence by addressing its root causes, and will complement actions being undertaken by the Salvadorian Institute for the Advancement of Women (ISDEMU). It will include strategic training activities, community awareness-raising programs, and the creation and strengthening of local

networks for prevention and assistance for victims. The activities will be carried out in the same municipios as those involved in subcomponent a.

- c. **Strategic plan for the National Police (PNC):** this is designed to reinforce preventive police action and strengthen police-community relations. The subproject will facilitate the previous subcomponents by building confidence among the communities where the PAPPs will be implemented.
- d. **Youth employment promotion:** The Salvadorian Institute for the Protection of Minors (ISPM), in conjunction with the Salvadorian Professional Training Institute (INSAFORP), will coordinate a program of job training scholarships awarded to young people resident in PAPPs beneficiary municipios, as well as promoting job fairs and events to forge contacts with the business community.
- e. **National social awareness-strategy:** this subcomponent seeks to inculcate new attitudes among young people, promoting a culture of peace rather than violence, and grounded in respect for fundamental ethical and moral values. It will strengthen actions carried out at the municipal level, although its scope is national. It will also raise awareness among communications media and strengthen MG response capacity to the demand for information on, and coordinated reporting of, acts of violence and delinquency.
- f. **Innovative projects:** this subcomponent aims to generate effective civil society responsibility, as a way of complementing actions carried out at State level. It will provide funding for a variety of preventive projects, such as dealing with gangs, childcare, prevention of alcohol consumption and drug taking, support for deportees, etc.). Projects in this category will be presented by civil-society and private-sector organizations in semiannual competitions to be held during PAPPs execution. Their operation will be governed by a special set of operating rules, contained in the project's operating manual, specifying conditions of participation and eligibility criteria.

- B. **Rehabilitation and reintegration of young offenders:** a component that seeks to close the preventive security cycle by reducing the rate of delinquent and criminal recidivism. It includes actions of rehabilitation and social reintegration for young people (12 to 25 years of age) who have broken the law, and will continue and complement rehabilitation actions being carried out in the project to support justice sector reform. The beneficiaries will be young people held in the detention centers run by the General Directorate of Penal Centers (DGCP) as

well as minors dealt with by ISPM. With a view to ensuring proper use of the loan proceeds and the welfare of the beneficiaries, a surveillance office will be established and operated by the Office of the National Counsel for the Defense of Human Rights (PDDH). To strengthen execution of these activities, a technical advisory program, financed with Bank resources, will be included for the defense of human rights for children and youth.

- C. *Institutional strengthening*:** this component aims to strengthen and enhance management capacity in institutions responsible for citizen security related to the project. These include the MG as the project's coordinating, executive and administrative body; and the following participating institutions: the CNSP, the PNC, the ISPM, the ISDEMU, and the DGCP. Strengthening will consist of a combination of activities, as follows: (i) training; (ii) technical assistance and studies; (iii) development of integrated crime information and statistics systems; (iv) monitoring and evaluation systems; (v) creation of a project unit, and strengthening of key areas in the MG; and (vi) creation of satellite units (USALs) in the participating institutions. This subcomponent will strengthen the participating agencies so that their functions as security agencies are enhanced beyond the project execution period.

**Environmental
and social
review:**

This operation is not expected to have a negative impact on the environment. Nonetheless, prevention activities in project-beneficiary municipios will include training to enable beneficiaries to participate in programs of environmental protection and sustainable management of public spaces.

**Benefits and
beneficiaries:**

The social impact of the project is expected to be highly positive, as it will enhance the well-being of the population by reducing insecurity and opening up possibilities for human development. The project is focused particularly on young people, who are both the main victims and the main perpetrators of social violence. Approximately 200,000 children and young people will benefit from it.

The project will also include actions to prevent domestic violence and provide victim services (IFV), which will directly benefit women, who are the main victims of this type of offence.

PAPPS actions are expected to encourage civil society participation, in particular fostering community organization, a framework for community outreach workers, and the formation of volunteer groups to promote citizen security.

The PAPPS will provide opportunities for civil society to propose innovative projects to tackle the problem and to participate in their

execution, thereby ensuring project ownership (see paragraphs 2.14, 2.23, 2.26, 2.35 and 2.36).

The preventive measures will help reduce the economic costs of violence and insecurity. These include operating costs of the security system, the penal system and the health sector; productivity losses arising from activities that do not get carried out for fear of crime; and negative effects on the country's balance of payments, given that an increase in delinquency and a high sense of insecurity may discourage and deter investments and tourism, which are a major source of foreign-currency.

Risks:

Coordination. As a variety of civil- society institutions and actors are participating in attempts to solve the problem, coordination could be a risk. The project team has run workshops with the parties involved, as well as a joint logical framework exercise to assure thorough understanding of the project among its executors and participating institutions. To ensure effective execution of the PAPPS, an interinstitutional committee or working group is expected to be set up to coordinate actions.

Execution scheme. Detailed studies have been carried out to make sure the actions envisaged in the project are consistent with institutional conditions and the necessary human resources (see Annex II). An operating manual has been prepared setting out the participants' responsibilities and describing the coordination mechanisms.

Since execution of the prevention subcomponent in municipios might cause delays in planning and executing infrastructure projects to promote social integration (sports fields, recreational parks, community halls, etc.), making a start on identifying and legalizing plots of land has been recommended, and eligibility criteria have been defined.

Institutional strengthening. The MG will be the project's executing agency. As it is currently being restructured, the project team has decided to set up a project unit within the institution, which will be absorbed once the new institutional structure is consolidated. The project unit will be managed by a high-level expert with an international consultant profile as manager, supported by specialists in the most important areas. The MG will coordinate the participating institutions responsible for executing specific subcomponents consistent with their respective mission and functions; these will also be strengthened. Local community organizations and their relations with the municipios will also be strengthened. For bidding processes and contracting, together with the technical-financial supervision of the project, those institutions will rely on support from the Technical

Secretariat for External Financing (SETEFE), which has broad experience in this area.

Monitoring and evaluation. Since this is an innovative and complex project, a supervision, monitoring and evaluation scheme will be set up to keep it under continuous review and make necessary adjustments to its components and subcomponents during execution (see chapter II, section E).

Sustainability. The project team has taken care to design activities and subcomponents that are sustainable, both institutionally and financially. The coordination achieved in formulating the project, together with the coincidence between actions and the functionality of participating institutions and the strengthening they will receive through the PAPPS, should ensure full assimilation and future allocation of budgetary resources. The project team will verify future financial sustainability through annual plans, analyzing recurrent costs and budgetary needs in the different components and subcomponents, as well as any institutional agreements established to ensure satisfactory project execution. At the end of the third year of execution, an action plan will be presented to the Bank providing for the continuation of the project and its financing.

**The Bank's
country and
sector strategy:**

The Bank's strategy, as set out in the country paper for El Salvador, identifies violence as one of the greatest challenges for improving governance, and avoiding its negative economic impact that undermines the country's competitiveness and results in reduced investment and growth. The country paper states the case for a comprehensive approach to the prevention of violence, given its many causes.

The proposed project also gives the Bank an opportunity to support new areas of action which are high priorities for the government.

**Special
contractual
clauses:**

A. Contractual conditions precedent to disbursement

- (i) To have created the project unit and hired the manager and staff for administration and finance, coordination, monitoring and evaluation, according to the profiles and on the terms agreed upon between the MG and the Bank; and to have set up the satellite units (USALs) in each participating agency, with basic technical staff, in accordance with the functions set forth in the project operations manual and with the profiles and on the terms agreed upon between the MG and the Bank.

- (ii) Have established and implemented a monitoring and evaluation system in accordance with the terms previously agreed upon by the executing agency and the Bank and stipulated in the project negotiation records.
- (iii) To have put the PAPPS operating manual into operation, including the organization envisaged, coordination mechanisms for project execution, establishment of the interinstitutional committee and the special operating rules for the selection of innovative civil society projects for the prevention of violence and delinquency. These must include the criteria for establishment of the selection committees for innovative projects.
- (iv) A framework agreement to have been signed between the MG and the Technical Secretariat for External Financing (SETEFE), along with interinstitutional agreements between the MG and each participating institution, setting out the projects' operational-financial scheme for the components called for under the project, together with respective duties and obligations of each agency.
- (v) To have established a suitable system of specific accounting and financial records for the project in the project unit and SETEFE.

Special disbursement for initiation of program activities: prior to fulfilling the special conditions precedent to the first disbursement of the proposed loan, but once the loan contract has entered into force and the borrower has fulfilled the general conditions set forth in Article 4.01 of the General Conditions in the contract, the Bank may disburse up to US\$275,000 equivalent for initiation of project activities to be covered by the loan proceeds (see chapter III, section E).

B. Other special contractual conditions

- (i) Prior to the first disbursement of the resources earmarked for the subcomponent for rehabilitation of juvenile delinquents and young offenders, it must be demonstrated that a surveillance system has been established by the PDDH and is operational (see chapter II, section 2).
- (ii) One month before conclusion of the first year of project execution the MG, through the project unit, will submit a report to the Bank showing the degree to which progress indicators established for that year have been fulfilled. The report will also contain a statement of budgetary expense,

together with a detailed work plan and budget proposal for the following execution year. The same requirement will apply in execution years 2 to 4.

- (iii) In the middle of the third year of program execution, the project unit will present an action plan to the Bank setting out a strategy for continuing the activities initiated or expanded in the project, and identifying corresponding financing sources.

Exceptions to Bank policy:

See the section on procurements, below.

Poverty-targeting and social sector classification:

The project does not qualify as a poverty-targeted investment, as defined in paragraph 2.15 of document AB-1704 of the Bank's Eighth Replenishment. However, given that most the activities will benefit proportionately more young people from poor households, it does qualify as a social-equity enhancing project (paragraph 2.13 of document AB-1704).

Procurement:

The contracting and procurement of civil works, consulting services and equipment financed with Bank resources will be done through bidding processes in compliance with Bank rules and procedures (see chapter III, section C). As an exception to the procedure required for the selection of consultants through competition, for activities relating to the training of young offenders, it is recommended that the Salvadorian Education and Labor Foundation (EDYTRA) be hired directly (see chapter III, section C). Such direct hiring is allowed under the section GS-403 of the Procurement Manual.